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**MEMORANDUM****To:**  
**From:**

This is a draft of the memo that would be in the Council packet for the August 7 meeting. It is for review and comment by the Transportation Commission

**Date:****Subject:** CROSS-KIRKLAND CORRIDOR INTERIM TRAIL – AUTHORIZE FUNDING**RECOMMENDATION:**

It is recommended that City Council:

- Authorize rail removal in preparation for an interim trail
- Authorize design and construction of an interim trail
- Approve 2012 funding for the Cross-Kirkland Corridor Interim Trail.
- Approve a draft Master Plan scope of work
- Approve a funding option for the Master Plan

**BACKGROUND DISCUSSION:**

The Cross Kirkland Corridor was acquired by the City in April 2012 after a process that included public outreach, pre-purchase due diligence, and negotiations with the Port of Seattle, the former owner of the corridor. In April 2011, City Council adopted an interest statement (Attachment 1) that detailed the City's specific interests to be achieved as the corridor was developed.

The development strategy currently proposed for the corridor is 2-phased. One phase is rail removal along with design and construction of an interim trail. Staff evaluated the costs of removing the existing rails and constructing an interim gravel path. This process identified the amount of funds needed to meet both of these goals, and will inform funding decisions going forward.

The other phase is development of a Master Plan. To support this strategy, the Transportation Commission and Park Board developed a draft scope of work and a cost estimate for a master planning process.

Together, rail removal, the interim trail and completing the Master Plan will support the City's goals of balanced transportation, sustainable infrastructure. Further it will meet several of the interests identified in the Interest Statement including:

- Serve Transportation Needs of Kirkland
- Actively use the corridor in the near future
- Maintain the corridor in good condition

Finally, it helps meet the Goals of the City's Active Transportation Plan, specifically Goal G1 which calls for development of the Cross Kirkland Corridor.

## 1. INTERIM TRAIL DEVELOPMENT:

### *RAIL REMOVAL*

The rail removal phase will remove all existing rails, cross-ties, road/trail crossing slabs, and will include grading of the surface for trail construction. This work will also include paving of the streets (10 crossing locations) where the rails are to be removed. It is currently thought that the rail salvage value will offset the cost of rail removal, or possibly result in a credit depending on the scrap market prices and demand for used material at the time of removal. The current cost estimate includes a substantial contingency to cover the risk of low scrap prices or low demand for used materials.

Although at least one firm has a yard in the Puget Sound area, rail removal contractors work on a nationwide basis. This means that there is generally a 3 month period between request for bids and the date when the bids are to be returned to the City. This extra period allows for firms to inspect facilities and schedule their work in order to offer the best price to the City. WSDOT work at NE 116th Street and I-405 is currently blocking the tracks as crews work on the NE 116th Street bridge over the rails. This work is scheduled to be completed at the end of the year. That need for the longer bid time and the WSDOT work both suggest rail removal should begin in early 2013.

As the Transportation Commission has discussed rail removal, several citizens have expressed a need to reconsider removing the rails. Common perceptions about leaving the rails in place include: the current facilities could support current or future rail traffic, upgrading the rails would be easier if existing rails are in place, the rails might serve as a redundant line for the BNSF mainline or that rails will never be reconstructed if they are taken out and the corridor will never again support rail traffic.

The Transportation Commission has unanimously supported rail removal for the following reasons:

- Over the past 3 years since the BNSF has sold the corridor to the Port, no rail operation has come forward with a viable plan to use the rails either now or in the future. The existing rails are not adequate for anything but very low speed operations.
- While it may be true that new rail could be installed somewhat more easily with existing rail, it is unlikely that new rail would be built in the next 20 years, so this benefit has limited value. It is also unclear whether or not any new rail would be constructed on the exact alignment of the existing rail or if double track would be installed.
- Apparently BNSF saw limited value in the corridor as a back-up to its mainline or it would not have sold the eastside line. Also, the Wilburton tunnel has been removed from I-405. Without a connection across I-405, the corridor is not a redundant link.

- Leaving the rail in place would be a good reminder that the ultimate vision for the corridor includes non-trail uses. At the same time, it seems unlikely that having the existing rail in the corridor would be the key factor in getting new rail at some point.
- Removal of the rail would greatly benefit maintenance of the corridor for and the surface water facilities that are located adjacent to it. The Public Works Department has recently purchased a used pickup truck that's equipped to run on both streets and rails, but that has limited usefulness compared to operating mowers and other types of maintenance equipment the City already has in its fleet on the rail-less corridor.
- Removing the rails makes the corridor much more useable to citizens.
- If the rails are removed, the railbed is available for construction of an interim trail with limited work outside the railbed.
- Grant funding already secured for removing rails and constructing an interim trail requires that the funds be spent by the end of 2014. In order to meet those deadlines, it's necessary to begin work as soon as possible on removing rails and constructing the interim trail.

### *INTERIM TRAIL DESIGN AND CONSTRUCTION*

The interim trail will be gravel trail matching the width of the existing rail bed (8-10 feet wide) that can be used by walkers, wide-tire bikes, and other uses compatible with this type of surface. It will provide an all-weather, crushed gravel path similar to the East Lake Sammamish Trail. Geo-technical fabric will be used to retain the gravel where needed. Fences will be installed that serve various purposes. Split rail style fences will keep users from sensitive areas and chain link fence will be used in limited applications to protect users from steep slopes or other hazards. Safety improvements such as signs, markings, islands and flashing beacons as appropriate will be made at grade crossings.

A paved trail was considered. The cost of a similar width paved trail is at least 3 times the cost of the gravel trail considered in the current scope. In order to simplify the need for drainage improvements, the trail needs to be confined to the width of the current railbed. Paving a trail of this width would not be advisable because of the higher bicycle speeds that would be supported by a paved trail combined with the conflicts of two way pedestrian and bicycle traffic. It is possible to make an ADA compliant trail without paving.

Design and construction of a gravel interim trail was unanimously approved by the Transportation Commission.

### *FUNDING AND SCHEDULE:*

The cost estimate for rail removal and interim trail construction is \$3.6 million. Two grant funding sources have been secured for funding rail removal and interim trail construction and a third grant application is under consideration:

Table 1 Corridor Funding

SOURCE	AMOUNT	STATUS
Direct State Appropriation	\$2,000,000	Secured
Federal CMAQ Grant	\$1,070,000	Secured
Local Match for CMAQ Surface Water Reserves	\$203,000	Secured
<b>SUBTOTAL SECURED</b>	<b>\$3,273,000</b>	
State Ped/Bike Grant	\$450,000	Under consideration, funding determined by 2013 legislature
Local Match for Ped/Bike REET Reserves	\$50,000	Secured
<b>SUBTOTAL UNSECURED</b>	<b>\$500,000</b>	
<b>Total secured and unsecured</b>	<b>\$3,773,000</b>	

A preliminary project schedule (Figure 1) was developed for use by the Transportation Commission as they discussed their recommendations to the Council. This schedule envisions various components of the development process occurring now, with some elements running concurrently with each other (an example would be rail removal occurring while planning and design for interim trail construction is underway).

Figure 1 Preliminary Schedule

Work Item	Calendar Quarter						
	Q3 2012	Q4 2012	Q1 2013	Q2 2013	Q3 2013	Q4 2013	Q1 2014
<b>Rail Removal</b> Environmental, design, bidding							
<b>Rail Removal</b> construction							
<b>Trail</b> environmental							
<b>Trail</b> design							
<b>Trail</b> Construction							

Staff requests City Council's authorization to fund this project in order to immediately begin design and permitting efforts together with the implementation of rail removal. The City portion of funding needed for work efforts in 2012 leading to the construction of an interim trail is \$203,000, with funding available from Surface Water Reserves. Surface Water Reserves are used because of the improved access to surface water facilities that will be provided through rail removal and interim trail development.

## 2. MASTERPLAN

On March 6, 2012 the City Council confirmed that the Transportation Commission should move forward with development of a Corridor Master Plan Scope and cost estimate. At the Commission's March and April meetings a draft scope was developed. The Commission conferred with the Park Board on the scope; the Commission chair met with the Park Board at the Board's April and May meetings. The Commission purposefully looked at the balance between prescriptiveness within the scope and giving the experts freedom to help propose the best course of action for various tasks. Currently, the balance is away from a prescriptive scope, while still insuring that the City's interests are achieved. The Draft Scope is Attachment 2.

The basic elements of the scope of work are as follows:

- Understand the corridor –form a comprehensive understanding of the physical nature of the corridor including mapping of critical areas such as streams, wetlands, and slopes.
- Public process – A complete public process allowing for comment and approval by stakeholders will be a major element throughout the Comprehensive Plan development.
- Goals/Vision – Building on the approved Corridor Interest Statement, a vision and goals statement will be prepared to guide and evaluate other parts of the Master Plan.
- Design Guidelines and principles – These guidelines and principles will help translate the vision and goals into physical design. Examples of elements covered in the guidelines could include lighting, spacing of certain amenities, how art will be integrated throughout the corridor, etc.
- Develop alternatives – In this task, near term, mid term and long term corridor alternatives will be developed. Each alternative will have different cross sections and amenity packages. Illustrations will be created to highlight the features of each alternatives.
- Cost estimating -- Design and construction and maintenance costs will be calculated for each of the alternatives in the Develop alternatives task.
- Alternative selection – The result of this task will be a preferred alternative for each time period --short, mid and long term. This will be done using the work developed in other tasks, in particular determining how various alternatives meet the goals and vision. This task will be a key focus of public process.
- Implementation Plan – An implementation plan will identify likely funding and phasing scenarios for design and construction of preferred alternatives over time.

The Draft Master Plan will be assembled from the component reports prepared after each task and will be subject to a through public review and review at a Council Study Session. A Final Plan will be prepared based on the comments received on the Draft Master Plan and submitted for approval by City Council.

#### Funding the Masterplan

A team of consultants from various disciplines would be hired to carry out the scope of work. It's estimated that the cost of preparing the Master Plan is between \$300,000 and \$500,000. This figure is based on informal discussions with professionals who have recent experience preparing similar documents.

There are several options for securing funding to complete the Master Plan:

1. Repurpose existing grant funding. Under this option, funding secured from existing grants would be used to fund the Master Plan and grant funds be replaced with funds from another source such as the Kirkland Park Levy. This option is not viable due to restrictions on the scope of services for the grant already received; those grants do not allow expenditure of funds on general planning.
2. Obtain grants specifically for funding the Master Plan. Staff is continually looking for grant funding opportunities for corridor improvements including funding for the Master Plan. It's possible that such grant funding will be found but not likely because the majority of grant programs do not fund planning studies.
3. General funds. Given the 2013-2014 budget outlook, it is not likely that general funds will be available to fund the Master Plan.

4. Transportation CIP. At this time the draft Transportation CIP as reviewed by Council does not include funding for the Master Plan. Funding for the Master Plan would require reprioritization of funded projects.
5. King County Parks Levy. Kirkland receives funding each year from the King County Park Levy. There may be limited portions of the Master Plan work that could be funded by these funds. However statutory requirements prohibit funding general planning from the King County Parks Levy.
6. Kirkland Park Levy funding. This may be the most likely source of funding. If a ballot measure passes this fall, funds generated for non-maintenance purposes could be used to fund the Master Plan.

Staff recommends options 5 and 6 as the method for funding the Master Plan. If the Park Levy is not successful, staff will bring specific proposals for Options 3 and 4 to Council for consideration as part of the Budget and/or CIP processes.

New information may become available during the rail removal, interim trail construction and other processes that may take place between now and when funding is confirmed for the Master Plan. Before beginning the Request for Proposal process, the draft scope should be revised based on any such new information.

During meetings with the Transportation Commission and Park Board, a process for selecting a consultant team was discussed. It was anticipated that staff would request and review a number of proposals from which staff would select two or three final teams for interviews. A member of the Park Board and a member of the Transportation Commission would serve with staff on an interview group to select the final consultant team. Before being undertaken, this process will be reviewed in more detail with Council.

## **Attachment 2**

### **Draft Cross Kirkland Corridor Master Plan scope of work**

### **Revised May 1, 2012**

#### Purpose

On April 13, 2012, the City of Kirkland purchased the Cross Kirkland Corridor, 5.75 miles of the former Burlington Northern Santa Fe (BNSF) rail line in Kirkland. A Master Plan is needed to help collect, develop, understand and put into context a number of facts, ideas and opinions about the Corridor. The resulting plan will be a practical reference and guide which charts the course of facility development into the future.

#### Background

Almost 20 years ago Kirkland began to pursue the Cross Kirkland Trail. This project was set aside after it became clear that the BNSF Railway was not interested in partnering on a rail/trail concept. King County undertook purchase of the entire "Woodinville Subdivision" rail line from Renton to Snohomish in 2005 when the BNSF signaled its interest in selling the corridor. In 2009 several entities including King County, the Port of Seattle, PSE, and the City of Redmond entered into a Memorandum of Understanding (MOU) which resulted in the Port of Seattle owning the corridor, with the intent that other entities would purchase various interests for various portions of the property.

Given the terms of the 2009 MOU, Kirkland anticipated a regional process to discuss how the Eastside Rail corridor should be developed. In preparation for such a process an set of interests was developed. In April of 2011 the Interest Statement was approved by the City Council. This interest statement clearly lays out a vision for a multi-modal transportation facility. By 2011, full consummation of the MOU had not been completed; notably the County had not purchased the corridor in Kirkland. Subsequently, the City of Kirkland successfully negotiated with the Port to purchase a 5.75 mile long section of the Corridor in Kirkland. The purchase was completed on April 13, 2012.

#### Scope of Work

##### **General comments**

All products should be presented in web, electronic and hard copy formats and will be made available to the public. It is anticipated that the products of certain tasks will be chapters or appendices in the final report and should be formatted appropriately. The following tasks are not necessarily consecutive; some may happen together or some tasks may be completed before tasks with lower numbers.

##### **Task 1 Project Management**

Provide regular updates on progress. Develop and maintain a schedule and progress made toward key events. Implement project management techniques to insure progress toward completion within schedule and budget.

**Product:** Schedules and updates as appropriate and monthly at a minimum.

**Task 2 Understanding the corridor**

Collect and evaluate existing information and gather additional information as needed to form a comprehensive understanding of the physical nature of the corridor. A partial list of existing information available from the City includes:

- A. Corridor survey data:
  - 1. Record of survey
  - 2. Refined topographic data in Autocad format
  - 3. 3D laser scanning data
  - 4. 360° photos viewable with free proprietary browser plug-in
- B. Phase 1 Environmental report following ASTM standards, completed March 19, 2012.
- C. Railroad valuation maps
- D. GIS data including city owned utility data, sensitive areas, trail crossings

Identify and map critical areas including streams, wetlands, and slopes which will impact development of the Corridor. Determine the locations of private utilities as appropriate.

**Product:** Memo describing critical issues for corridor development such as narrow corridor width, sensitive areas, surface water features, etc

**Task 3 Design and carry out Public process**

Develop a public process plan that will allow meaningful input throughout the Master Plan process. Public process will be required development of the vision and goals, prior to the development of alternatives, to vet the alternatives and identify the preferred alternatives, to review the Draft Master Plan, and to review the Final Master Plan. At a minimum, the following groups (listed in no particular order) will require briefing and involvement in the process:

City Council	Transportation Commission
Park Board	Advocacy groups
Sound Transit	Neighborhood Associations
Adjacent property owners	Groups representing business interests
Neighboring cities	King County agencies including Metro and Parks

The various groups will be involved to varying extents and at different points in the process. Public process should be designed using International Association for Public Participation methods. A robust web based comment method for products of various tasks should be included in the public process. It is important that all relevant documents are available to the public throughout the development of the Plan.

**Product:** A memo describing a Plan and schedule for Public Process in all other Tasks, including an explanation of the principles that underlie the selected processes.



#### **Task 4 Goals/vision**

Using the Interest Statement as a starting point, and considering Council Goals, Comprehensive Plan Goals and Active Transportation Plan Goals, a vision and a set of goals for corridor development will be prepared. These will be used as guidance for the rest of the process and serve as a key touchstone for developing and evaluating alternatives. The development of the goals and vision will be a key focus of public process.

**Product:** A document that summarizes the vision and goals for the corridor.

#### **Task 5 Design guidelines and principles.**

Develop a set of guidelines and principles that can be used by designers as the corridor is developed. These guidelines and principles will help translate the vision and goals into a physical design. Examples might include spacing of certain amenities, integration of art, trail head designs, fencing guidelines, lighting guidelines, dynamic envelopes of transit, etc. This task is not meant to develop a complete list of guidelines, but rather to identify the main elements that will put constraints on alternatives.

**Product:** A document that summarizes the guidelines and principles.

#### **Task 6 Develop potential alternatives**

Based on the results of Tasks 4 and 5, alternative development plans will be prepared for three time periods; 1 to 5 years, 5 to 10 years and beyond 10 years. For each time period, two alternates will be developed. It is expected that the alternatives will have less detail the farther they are in the future. The alternatives will encompass different cross sections and different packages of amenity elements. Access points and implications for land use changes will also be evaluated. Environmental process implications will be developed for each alternative. The selection of the alternatives will be a key focus of public process.

**Product:** Memorandum describing a set of trail/transit cross-sections, documentation of the selection process and a review of why the selected options were chosen. Also includes draft illustrations of proposed sections.

#### **Task 7 Develop cost estimates for various cross sections**

Prepare a cost estimate including design, construction and maintenance costs for each of the alternatives developed in Task 6. This work will include identifying uniform sections of the corridor and finding representative unit costs for each section and each alternative. Any additional costs such as boardwalks, bridges, signals, crossing improvements, etc. should also be added to the estimate.

**Product:** Memorandum describing costs, and methods used to establish the costs.

#### **Task 8 Alternative selection**

Based upon information developed in previous Tasks, select preferred alternatives for each time period. The selection of the preferred alternatives will be a key focus of public process.

**Product:** Memorandum describing the preferred alternatives, documentation of the selection process and a review of why the selected options were chosen.

### **Task 9 Implementation Plan**

Prepare a plan that identifies likely funding and phasing scenarios for design and construction of preferred alternatives over time. An initial plan for development should be described. An important element in this work will be examining how various transit modes are likely to be implemented in the corridor. The implementation plan should identify significant constraints, obstacles and risks to various alternatives.

**Product:** Memorandum describing funding and phasing.

### **Task 10 Draft Plan**

The draft plan will summarize of the work completed in Tasks 1 through 8 in a single document. A thorough public review will include a review by the City Council at a study session.

**Product:** A draft document with high quality presentation and graphic elements.

### **Task 11 Final Plan**

Based on the comments and recommendations on the Draft Plan, prepare a Final Plan.

**Product:** A final document, to be adopted by Transportation Commission, Park Board and City Council. The final plan shall be presented in electronic and web-based versions, with limited hard copies.